


INTELLIGENCE PRODUCERS COUNCIL

4 January 1988


NOTE FOR:  25X1
REO

FROM:  25X1
Chief, IPC Staff

SUBJECT: TOR for Improving Intelligence
Requirements Management Evaluation

1. In our view, the proposed effort goes well beyond the initial charter to examine the linkages between the NITs, FIRCAP, COFIR, etc. Indeed, this project presupposes the requirements for immediate changes in the way in which the Community handles its requirements mechanisms.

2. A more studied process would ensure that we do not rush too precipitously into reform. This could be ensured if we did a first-phase report on the strengths and weaknesses of the current systems; this could then be followed by a second-phase study on options for integration, consolidation, and reform.

Distribution: 

*P.S. This entails
more than "cartilage."*

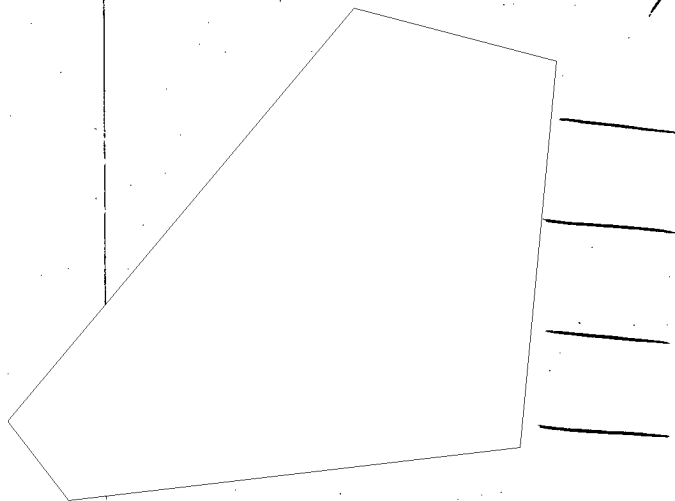
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INTELLIGENCE COMMUNITY STAFF

4 Jan 88

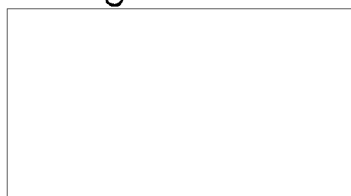


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Attached is my initial
draft of a TOR for
the Requirements/Evaluation
Framework Report —

Your comments by
COB today or just thing
tomorrow morning.

ACTION



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TERMS OF REFERENCE

IMPLEMENTATION PLAN: IMPROVING INTELLIGENCE REQUIREMENTS MANAGEMENT/EVALUATION

Background

In a 15 May 1987 memorandum to the NFIC, the Acting DCI outlined a number of areas where the Intelligence Community Staff must do a better job of orchestrating Community efforts. Specifically, the ICS was charged to improve its capabilities to provide:

- o "Systematic, comprehensive evaluation of Intelligence Community performance, to include:
 - Better assessments of consumers' intelligence needs (as articulated in the National Intelligence Topics [NITs] and the Compendium of Future Intelligence Requirements [COFIR], and how these needs translate into both near- and long-term production and collection requirements.
 - A better linkage between known intelligence production and collection requirements/shortfalls and future investment strategies.
- o A more integrated assessment of collection requirements and collection system performance across disciplines.
- o Stronger involvement of Community production elements in our assessments of requirements satisfaction, including movement of the Intelligence Producers Council Staff to the ICS and a closer ICS association with the National Intelligence Council and the DCI Production Committees.
- o More emphasis on identifying and nurturing investments in research and development critical to future intelligence capabilities."

In a 1 December 1987 memorandum to the DDCI, the Director, Intelligence Community Staff forwarded a Strategic Plan to address the goals expressed in the preceding May 1987 memorandum. The Plan included the conduct of an informal ICS survey of the requirements processes in the Intelligence Community. The more promising ideas resulting from this survey (see Attachment) included:

- o Focusing ICS elements on better support to consumer needs, including creating or expanding client relationships between requirements managers and consumers.
- o Getting consumers more involved in the SIG (I) and related requirements processes.

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- o Merging or linking top-level systems for requirements, producing a single Intelligence Community system with a single top-level taxonomy for requirements categories.
- o Using this taxonomy not only for categorizing top-level requirements, but also as a structure for conducting and indexing the results of all-source evaluations of intelligence capabilities, gaps, and future reporting requirements.
- o Establishing a process (perhaps as part of the all-source evaluations) that identifies long-term reporting requirements that all collection disciplines can draw upon in developing specific collection tasks. This would consolidate the separate efforts conducted today by each discipline, and by the IPC for future requirements.
- o Creating a mechanism to enable coordination of requirements among collection disciplines, particularly to address gaps resulting from limitations of available resources in a single discipline.

Report Purpose

This report is to evaluate the preceding ideas resulting from the informal ICS survey, identify other ideas that were overlooked, and to develop a plan of action to begin implementing those ideas that are judged feasible and relevant toward improving top-level requirements management and evaluation.

Report Basis and Scope

The report will be based primarily on interviews with selected intelligence consumers and intelligence professionals, and on evaluation of existing systems for requirements management and intelligence planning. The scope of this report includes the following:

- o Designing a common top-level framework for all of our national-level requirements management systems, to include:
 - National Intelligence Topics (NITs) of Current Interest
 - Foreign Intelligence Requirements Categories and Priorities (FIRCAP)
 - Compendium of Future Intelligence Requirements (COFIR)
 - National Intelligence Council Production Plan
 - National HUMINT Collection Plans (NHCP)
 - COMIREX Automated Requirements System (CAMS)

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- National SIGINT Requirements List (NSRL)
- National MASINT Requirements Data Base (NMRDB)
- o Designing a means for relating national intelligence gaps (e.g., DCI Production Committees' Key Intelligence Deficiencies, NITs Information Gaps, NIC Monthly Warning Reports, etc.) to the common framework of national intelligence requirements .
- o Designing a means for relating national intelligence planning guidance (e.g., National Foreign Intelligence Strategy, DCI Five-Year Program Guidance for the NFIP, the Congressional Budget Justification Book, etc.) to the common framework of national intelligence requirements.
- o Ensuring the common framework is relevant to intelligence consumer concerns (i.e., national security objectives and policy actions).
- o Ensuring the common framework for national requirements can be linked (preferably easily) to comparable requirements and evaluation efforts in Department of Defense and other departments and agencies of the US Government.
- o Ensuring the design accomodates the required periods of time dimensions (e.g., current, near-term, mid-term, long-term, future, etc.)
- o Ensuring the design enables change and maintenance actions that are easy to understand and execute.
- o Ensuring the design does not interfere with trade-offs and operational decisions at the micromanagement level of specific programs or operations in the NFIP.
- o Identifying the appropriate mechanisms for executing the component parts of the framework design.

Report Plan and Milestones

- o Phase One: Organize and Plan Working Group Activities 11-15 Jan
- o Phase Two: Evaluate Informal ICS Survey Report 19-22 Jan
- o Phase Three: Develop Initial Design of Top-Level Framework 25 Jan-12 Feb

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o Phase Four: Conduct Sanity Check of Framework Design 16 Feb-4 Mar

- Intelligence Consumers
 - National Security Council (NSC) Staff
 - Department of State
 - Department of Defense (i.e., OSD, JCS, and the Military Services)
 - Department of Treasury
 - Department of Commerce
 - Department of Energy
 - Intelligence Production Officials
 - National Intelligence Council (NIC)
 - DCI Intelligence Production Committees
 - Central Intelligence Agency (CIA)
 - State Bureau of Intelligence Research (INR)
 - Defense Intelligence Agency (DIA)
 - Intelligence Collection and Reporting Officials
 - DCI Intelligence Collection Committees
 - National Security Agency (NSA)
 - Overhead Collection Management Center (OCMC)
 - National Photographic Interpretation Center (NPIC)
 - Community Support Center (CSC)
 - CIA Clandestine Services
 - Defense Attaches and HUMINT Operations
 - State Reporting Operations
- this could be handled more efficiently through the IPC?*

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- Intelligence Planning and Programming Officials

-- ICS

-- CIA

-- DIA

-- NSA

-- SSAF

- o Phase Five: Consolidate New Ideas for Framework Design 7-18 Mar
- o Phase Six: Develop Plan of Action for Implementation 21 Mar-1 Apr
- o Phase Seven: Coordinate Implementation Plan 4-15 Apr
- o Phase Eight: Acquire Approval for Plan Execution 18-22 Apr

Working Group Composition and Responsibilities

- o Chairman: Responsible for organizing, planning, and directing Working Group activities, and for accomplishing all phases of the report plan.
 - ICS:
- o Design Team: Responsible for working full-time with the Chairman in accomplishing all phases of the report plan.
 - NIC:
 - CIA:
 - DIA:
- o Evaluation Team: Responsible for working part-time with the Chairman and the Design Team in evaluating and coordinating the design framework and implementation plan.
 - ICS/REO:
 - ICS/IPCS:
 - ICS/PBO:
 - ICS/PPO:

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- HUMINT Committee:
- COMIREX:
- SIGINT Committee:
- MASINT Committee:
- JAEIC:
- WSSIC:
- STIC:
- EIC:
- TTIC:

Report Deliverable

- o Form: Attachment to Director ICS memorandum.
- o Length: 10-15 pages with appendices as required.
- o Classification: As low as possible, preferably no SCI.

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